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# REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS MISSION IN BOSNIA AND HERZEGOVINA

## I. INTRODUCTION

1. The present report is submitted pursuant to paragraph 20 of Security Council resolution 1247 (1999) of 18 June 1999. It summarizes the activities of the United Nations Mission in Bosnia and Herzegovina (UNMIBH) since my report of 11 June 1999 (S/1999/670) and provides an overview of the activities of the United Nations system in Bosnia and Herzegovina during the same period.

2. UNMIBH is led by my Special Representative and Coordinator of United Nations Operations in Bosnia and Herzegovina, Jacques Paul Klein (United States of America), who succeeded Elisabeth Rehn (Finland) on 2 August. The Mission's International Police Task Force (IPTF) continues to be led by Commissioner Detlef Buwitt (Germany). I take this opportunity to thank Elisabeth Rehn for her outstanding leadership and commitment to both the United Nations and the people of Bosnia and Herzegovina during her 18 months of service.

3. IPTF continues to have an authorized strength of 2,057. However, owing to redeployment to the United Nations Interim Administration Mission in Kosovo (UNMIK) and rotations of officers, the current strength of IPTF is 1,691 (see annex).

## II. CONTRIBUTION OF THE UNITED NATIONS TO PEACE IMPLEMENTATION

4. The work of UNMIBH and of the United Nations as a whole remains a vital component of international efforts to establish lasting peace in Bosnia and Herzegovina. United Nations activities are directed towards establishing the rule of law through police restructuring and judicial monitoring, as well as towards building good governance and civil society, promoting economic and social recovery, addressing humanitarian needs and creating an environment conducive to the return of refugees and displaced persons.

5. The return of normal security conditions in Bosnia and Herzegovina following the Kosovo crisis has enabled progress in the implementation of the UNMIBH mandate. As of mid-September, UNMIBH had resumed activities in all parts of the Republika Srpska.

## A. Establishing the rule of law

6. The role of UNMIBH is to support the establishment of the rule of law by, inter alia, monitoring, auditing and providing advice on the restructuring and reform of local police forces, improving police performance in the area of human rights and assessing the functioning of the judicial system and contributing to overall judicial reform efforts coordinated by the Office of the High Representative.

### Police restructuring

7. Police restructuring involves reducing the number of excess police and ensuring that the rationalized police forces are representative of the ethnic composition of the community they serve and that they work within legitimate, transparent, accountable and professional organizational structures.

8. The 1996 Bonn-Petersberg Agreement for the Federation and the 1998 Framework Agreement on Police Restructuring for the Republika Srpska have set the desired ethnic composition as well as the limit for the total number of police in Bosnia and Herzegovina (11,500 for the Federation and 8,500 for the Republika Srpska). While the present strength of the police forces is far below the figure of approximately 40,000 for the country as a whole in 1996, the current number in each entity remains unclear owing to a continuing lack of transparency in police structures.

### Minority recruitment

9. In the Republika Srpska, minority recruitment outside Brcko began in earnest, after considerable delay, when the Republika Srpska police academy was provisionally opened in July of this year. The academy commenced its first course with 66 cadets, including 46 non-Serbs. Even with those cadets included, the Republika Srpska presently has only 182 minority officers on its police force, 110 of which are in Brcko, and thus remains short of the first benchmark set by the Framework Agreement, i.e., 530 minority officers by 30 June 1999. A second intake of cadets is scheduled to take place in October. My Special Representative has written to Republika Srpska Prime Minister Dodik seeking his active assistance for a more vigorous implementation of the Framework Agreement.

10. In the Federation, the very ambitious minority recruitment deadlines of the Bonn-Petersberg Agreement have long expired and the targets were not met. UNMIBH is trying to improve minority recruitment through local initiatives, and in canton 10 (Livno) the first benchmark of the minority police recruitment plan, which was signed in June, has been met with the hiring of 15 Serbs and 2 Bosniacs to be deployed in Drvar, Grahovo and Kupres. Still, inauguration of the police forces in canton 10 as well as in canton 8 (Ljubuski) has not been possible because key requirements of police restructuring and reform have not been met, including the training of minority cadets in the Federation police academy and the adoption of neutral insignia. In addition, the cantons of the Federation and the Federation Ministry of Interior have yet to work out durable arrangements on cost sharing and employment contracts for minority police officers.

Integration of police forces

11. In the Federation, steps were taken to promote the establishment of cohesive police forces, particularly in cantons with substantial mixed populations, primarily canton 6 (Central Bosnia) and canton 7 (Mostar), where the Bosniac and Croat elements in the police tend to work parallel to each other rather than jointly. Canton 4 (Zenica-Doboj) has finally begun to formally operate joint police forces in 11 of its 12 police administrations. The integration in the twelfth police administration, Maglaj, is stalled pending the resolution of the long-standing boundary dispute in the Zepce-Zavidovici-Maglaj triangle. Canton 7 (Mostar) has taken concrete steps to unify at least its Ministry of Interior by moving its Croat staff into the official ministry offices. However, it is expected that the Bosniac/Croat police forces, where they exist, will require considerable monitoring and mentoring before they begin to function as truly singular forces. It also has to be kept in mind that the percentage of Serb officers in the Federation police forces remains negligible. The same is true in the Republika Srpska, where there are practically no non-Serb police officers outside Brcko and the police academy.

Special police and the anti-terrorist unit

12. In June, UNMIBH became aware that the Republika Srpska Ministry of Interior had illegally incorporated 134 members of the former Police Anti-Terrorist Brigade into civilian police forces without the authorization of IPTF. IPTF ordered that those officers be assigned only to administrative positions until they met criteria for provisional certification by IPTF. The provisional deployment of 78 members to the regular police force was approved upon screening by IPTF. Those Brigade members found ineligible for integration into the regular police remain, like the whole brigade, under the monitoring of the multinational stabilization force (SFOR) and are to be demobilized.

13. The Anti-Terrorist Unit of the Federation Ministry of Interior is still undergoing IPTF special training and selection procedures. Despite a year of negotiations, no progress has been made in the unification of the Unit, which remains ethnically divided. The total size of the Unit is to be reduced from 242 members to 123. However, so far only 43 of the 156 members tested have passed the IPTF selection procedures. Efforts to downsize the unit are contingent upon the reorganization and reallocation of positions within the Federation Ministry of the Interior. At the cantonal level, so-called police support units fulfil some of the tasks that would normally fall to the anti-terrorist unit. IPTF is working with such units in eight cantons and is monitoring their establishment in the remaining two.

Border police

14. UNMIBH is collaborating closely with the Office of the High Representative to establish the Bosnia and Herzegovina State Border Service, which is critical for the development of State identity and essential to prevent the illegal flow of goods and services that sustains organized crime and results in a loss of State revenue. A Border Service Working Group, established by the joint Presidency of Bosnia and Herzegovina, has met to review the enabling legislation and actions required for inauguration. Plans have been developed to provide

specialized training to current entity border police and to integrate them into the new joint service so as to meet the 1 October deployment target date set by the Madrid Peace Implementation Council (see S/1999/492, annex). When established, the State Border Service will be a multi-ethnic force consisting of police officers from both entities, drawn primarily from currently serving police officers. This will contribute to the overall police downsizing efforts in both entities. Strong external and internal support will be required to ensure sustained implementation of this project.

Court police

15. To improve the security of judicial officials, court premises and documents, as well as the enforcement of judicial decisions, IPTF and the UNMIBH judicial system assessment programme have taken the initiative to institute a Federation-wide court police force of 351 officers. At present, 127 court police are on active duty in cantons 3 (Tuzla-Podrinje), 8 and 9 (Sarajevo). Operational and legal requirements for the recruitment of a further 157 officers for cantons 1 (Una-Sana), 4, 6 and 10 are being finalized, with deployment expected by the end of the year. Recruitment for the remaining cantons will follow next year and is expected to occur partly through transfers of currently serving police officers. UNMIBH intends to ensure that this police force will meet the crucial need to provide security for the court system, as confidence in the impartiality of the regular police forces is still open to question.

Police reform

16. Through monitoring, advising and training activities, IPTF is assisting local police forces to attain high international standards of professionalism. Monitoring is conducted through independent and joint patrolling. Intrusive methods such as inspections and audits of police stations and procedures allow IPTF to provide appropriate advice and training.

Monitoring

17. To monitor compliance with regard to the use and storage of weapons, IPTF continues to carry out weapons inspections in local police stations. Between 26 May and 25 August, IPTF conducted 189 weapons inspections (99 in the Republika Srpska and 90 in the Federation), 61 of which were carried out with SFOR support. Nine inspections in the Republika Srpska and five in the Federation resulted in the confiscation or surrender of weapons, ammunition or explosives, including 56 long-barrelled weapons, 2 rocket-propelled launchers, 11 grenade launchers, 25 mines, 118 hand grenades, 6 rifle grenades, 1.7 kilograms of explosives and 3,853 rounds of ammunition. IPTF patrols continue to monitor local police behaviour in towns and in the countryside to ensure freedom of movement and security in areas of return.

Advising

18. During the reporting period, the IPTF advisory programme has been pursued rigorously through co-location at all command and functional levels in both the Federation and the Republika Srpska police structures. IPTF has now identified 800 co-location positions to provide advice on management, operational and

specialized issues to the local police. At the canton (in the Federation) and public security centre (in the Republika Srpska) levels, civil affairs officers provide political support to the IPTF adviser on issues pertaining to the reform of local police. In September, civil affairs officers were also co-located at the political level in the Ministries of Interior in both entities.

Training

19. All local police officers are scheduled to complete the IPTF-administered human dignity and transitional training in the Federation by mid-September and in the Republika Srpska by the end of 1999. With the phasing out of the IPTF-administered basic training, the training for police cadets, including from ethnic minorities, will be increasingly taken over by the Federation and the Republika Srpska police academies. IPTF is monitoring the selection process for the incoming cadets, assisting in courses and field training and reviewing the training curricula and teaching methodologies. Efforts are under way to increase the capacity of both police academies. The next intake of minority cadets is scheduled to commence at the Republika Srpska police academy in October and at the Federation police academy in November. To support the legitimacy and development of the police academies in Bosnia and Herzegovina, IPTF will not recognize basic police training that takes place outside of the country as from 1 September.

20. Specialized training continues to be conducted by IPTF for police officers in the areas of traffic control, public order and major incident management, organized crime, drug control and dog handling. A new traffic training manual for the local police has been prepared, and training commenced on 13 September. Public order and major incident management training has been conducted in 8 of the 10 cantons in the Federation and in parts of the Republika Srpska. Training aimed at combating organized crime has focused on computer and database applications in both entities. Drug control training has been accelerated in the areas of basic drug awareness and intelligence systems. In connection with the border services project, courses have been developed on smuggling and narcotics issues. Advanced officer training is a new UNMIBH programme to provide training for senior level management in the police force. The curriculum for such training is being finalized, and the first course is scheduled to start in November.

Equipment support

21. UNMIBH is streamlining and concentrating all support for the local police in Bosnia and Herzegovina to avoid duplication and parallel efforts by donors. UNMIBH is now in the process of completing the standardization of equipment to ensure that the basic needs of the police are met and that equipment is of a uniform standard throughout Bosnia and Herzegovina. To maximize results, donors should direct their bilateral aid to the priorities identified by UNMIBH for equipment and training.

22. In July, UNMIBH circulated its funding appeal for the Police Assistance Trust Fund. The appeal includes projects relating to fundamental policing skills and equipment, the police academies in both entities and an Agreement Implementation Fund. A total of $9.7 million has been received (from Canada,

Germany, Italy, Japan, Luxembourg, the Netherlands, Norway, Spain, Switzerland, and the United Kingdom of Great Britain and Northern Ireland); however, $38 million is still required to raise to a basic minimum standard the functioning and efficiency of the local police forces. I am grateful to the donor countries and am pleased to report that the Government of Italy has formally conveyed its decision to contribute approximately DM 100,000 to the Trust Fund and that other donors have recommended to their respective capitals positive consideration of the appeal.

Human rights and police performance

23. UNMIBH continues to investigate a large number of allegations of human rights violations committed by law enforcement personnel. These violations are often a product of nationalist political agendas that infect policing at every level. Police forces in both entities still require greater transparency and public accountability. In the Federation, the achievement of professional policing will require a shift from parallel policing, in which Bosniac and Bosnian Croat police work in separate structures, to unified policing, in which they are effectively integrated into a multi-ethnic force. In the Republika Srpska, greater ethnic representation, decentralization, transparency and accountability are essential. In both entities, the UNMIBH human rights office has undertaken initiatives to improve institutional and systemic issues affecting police performance.

24. In canton 6, based on a full operational review of the Ministry of Interior and all municipal police administrations, UNMIBH has developed a "three-point plan" of concrete steps for the creation of a multi-ethnic, fully integrated professional police force, which is insulated from inappropriate external influences. In canton 7, despite delays, progress has been made in the implementation of the "100-day agenda for action" (see S/1999/670, para. 27). In Stolac, unification of the chain of command in the police administration is being completed and the legal/administrative department is being integrated. It is now led by a Bosniac. In Konjic, a two-week inspection in July identified shortcomings in the structure and functioning of the uniformed police and legal/administrative departments.

25. The UNMIBH human rights office is increasingly taking an issue-specific approach to improving police practices. Between 1 June and 19 August, an intensive micro-audit assessed whether arrest and police custody procedures in the Federation conformed to the new Federation criminal code and criminal procedure and the European Convention on Human Rights. A similar audit was carried out in the Republika Srpska in August. UNMIBH is working with law enforcement officials in both entities to address deficiencies and bring them into conformity with international standards.

26. The intervention of IPTF and the UNMIBH human rights office has led to positive responses from law enforcement institutions in a range of human rights and police performance issues. In the Knezevic murder case (see S/1999/670, para. 32), IPTF disqualified six Republika Srpska police officers for misconduct. Following an investigation into allegations of ill-treatment, which revealed serious procedural and material deficiencies, a full review of the structure and performance of the Foca public security centre is being

undertaken. A full inspection of the Tunjice prison in Banja Luka identified deficiencies in management and administrative procedures, which are now being remedied. The re-investigation of the 10 February 1997 incident in Mostar has resulted in the initiation of a judicial investigation by the Basic Court against five persons who had previously enjoyed impunity.

27. To monitor compliance with democratic principles of policing, IPTF issues non-compliance reports to officers who are not performing their functions professionally. Such reports provide the basis for UNMIBH to disqualify local police officers from continuing to serve in the police force. Between 26 May and 25 August, 123 such non-compliance reports were served. Of these, 55 were for serious breaches of obligations and criminal acts, 53 were for serious violations and non-criminal acts and 15 were for minor offences. The IPTF Commissioner subsequently disqualified 11 police officers; the remainder are pending investigation.

Trafficking of women

28. UNMIBH and the Office of the United Nations High Commissioner for Human Rights continue to oversee and coordinate investigations into allegations regarding the trafficking of foreign women. On 11 July, 20 women were arrested in police raids on cafe bars in canton 6 (Busovaca, Vitez and Novi Travnik) and were subsequently convicted of violating laws of the defunct "Herceg-Bosna", which UNMIBH considers to be invalid. The Special Representative has written to cantonal and Federation officials demanding that any deportation proceedings be suspended until further notice. In the Republika Srpska, a cafe bar owner in Brcko was convicted and sentenced to three years' imprisonment for procuring persons for prostitution. As a result of the Mission's intervention, the International Organization for Migration is raising funds and will organize transportation to help those women to return to their home countries.

Judicial reform

29. Through its judicial system assessment programme, UNMIBH assists in the development of an independent and effective judiciary throughout Bosnia and Herzegovina. It has established regular meetings with the Ministers of Justice in both entities to ensure that political, technical and institutional impediments to the proper functioning of the judiciary are being positively addressed.

30. Assessments by the UNMIBH judicial system assessment programme have made local judicial officials sensitive to political factors affecting judicial performance. Attention to the interpretation of the immunity provision of the canton's constitution has resulted in corruption cases being brought closer to resolution in canton 1. To address numerous instances of intimidation and threats made against members of the canton 6 judiciary, especially when they are hearing sensitive cases, UNMIBH has pressed the local police to provide greater security. The identification of bottlenecks in the enforcement of court decisions has sparked a review of enforcement procedures in the Federation. As a result, cantons 2 and 3 have initiated positive legislative reform processes. Scrutiny of the municipal public prosecutor's office in Livno, canton 10, has revealed numerous deficiencies. UNMIBH released a public report that made

several recommendations to improve the functioning of the prosecutor's office in canton 10. The report also includes recommendations on five particularly serious cases, including the murder of a Serb returnee couple and the riot in Drvar in April 1998. The implementation of the recommendations is closely monitored.

31. At the technical level, inadequacies have been identified in current legislation, substantive and procedural, with respect to the application of the European Convention on Human Rights. The Mission's judicial system assessment programme has also identified areas in which the Republika Srpska law on internal affairs, including certain amendments passed in 1999, appear to contravene Council of Europe recommendations and impede progress to restructure and reform the police in the Republika Srpska. UNMIBH has forwarded proposals to the Republika Srpska Prime Minister for consideration by the National Assembly. Remedial action is essential for the accession of Bosnia and Herzegovina to the Council of Europe.

32. The work of the UNMIBH judicial system assessment programme has produced immediate and direct results in the area of judicial administrative and institutional matters. Examination of entity and cantonal resource allocation has helped secure funds for the improvement of court facilities in both the Republika Srpska and the Federation. In canton 6, a revision of selection procedures initiated by the UNMIBH judicial system assessment programme has resulted in greater ethnic diversity and quality of judicial officials. UNMIBH has also addressed the poor status of the minor offence courts, which have a relatively high caseload and large revenue potential. This has led to improvements in court financing.

Brcko

33. The annex to the final arbitration award on Brcko was released in early August. It affirms the key role of UNMIBH in establishing unitary police and judicial structures in the district. IPTF and the UNMIBH Civil Affairs Unit have done considerable preparatory work in identifying organizational and operational requirements to establish a unified police force in Brcko. The UNMIBH judicial system assessment programme has complemented police efforts through the preparation of a strategy for a unified judiciary and an outline of new legislation, which will be necessary to fulfil the intent of the annex. The Mission's early preparations have made it possible for the three police forces presently in the territory of the Brcko district to start joint patrolling on 6 September.

War crimes and violations of humanitarian law

34. The International Tribunal for the Former Yugoslavia continues to carry out its mandate to prosecute persons responsible for serious violations of international humanitarian law. During the reporting period, three persons were detained. Two had undisclosed indictments while the third was openly indicted. I take this opportunity to commend the efforts of SFOR and the Government of Austria in supporting the work of the Tribunal in arresting persons who have been indicted for war crimes. Such arrests send a strong signal that the international community is committed to ensuring that the culture of impunity

and the cycle of revenge in the former Yugoslavia is being replaced by the rule of law and justice.

### B. Creating an environment conducive to the return of refugees and displaced persons

35. In its contribution to creating an environment conducive to the return of refugees, UNMIBH is guided by a comprehensive concept of security. Addressing concerns such as violence against returnees, administrative and political discrimination, restricted freedom of movement and mine infestation is complemented by measures to meet humanitarian needs for food, shelter and other assistance. UNMIBH and the United Nations agencies are addressing such needs comprehensively.

36. A total of 578,667 refugees have returned to Bosnia and Herzegovina since the Dayton peace agreement. Of these, some 92,329 returned to areas where they are in the minority: in the Federation 81,823 people (21,555 Bosniacs, 39,155 Croats and 21,113 Serbs) and in the Republika Srpska 10,506 people (9,788 Bosniacs and 718 Croats). This year there have been some 7,769 registered minority returns (1,904 Bosniacs, 1,854 Croats and 4,011 Serbs). Since 15 June, 37,110 returnees were voluntarily repatriated to the Federal Republic of Yugoslavia and Kosovo (26,060 to the Federal Republic of Yugoslavia and 11,050 to Kosovo). However, some 74,690 refugees still remain in Bosnia and Herzegovina (10,650 from Kosovo, 24,040 from the Federal Republic of Yugoslavia and 40,000 from Croatia).

Security

37. The mandate of UNMIBH with respect to local police plays a pivotal role in increasing security for the return of refugees and displaced persons. Through frequent patrols in return areas and close monitoring of local police activity in those areas, IPTF contributes to a sense of security among returnees. It also provides security assessments prior to organized return movements and monitors the implementation of agreed security plans by the local police.

38. The UNMIBH Human Rights Office has recently focused on eviction cases to free up housing for returnees. To increase local police awareness of their role and responsibility in the eviction process and to strengthen the effectiveness of the Cantonal Housing Department, the Human Rights Office carried out a 28-day eviction action plan in Sarajevo canton between 7 June and 5 July. Under the plan, it monitored and trained local police on eviction issues. Of the 80 forcible evictions from socially owned apartments scheduled during this period, 66 were carried out successfully. Such success not only enables returns, but also increases the confidence of returnees that the police will continue to provide a safe and secure environment. Similar actions are being planned in the Republika Srpska and elsewhere in the Federation.

39. In Stolac, the intervention of the Human Rights Office has significantly improved crime prevention and detection. During the past eight months no serious return-related violence has occurred. Last year, between March and

November, more than 70 violent incidents aimed at returning Bosniacs were ignored by the local police authorities.

40. UNMIBH is also engaged in addressing blatant discrimination against minorities exercised by police through their use of regulatory powers, resulting in the impediment of various rights, including the right to return and freedom of movement. Local police under the control of political groups with nationalist agendas often fail to follow proper procedures for issuing identification cards as a means of intimidating ethnic minorities and preventing their return to their pre-war homes. On 30 July, the High Representative issued a decision to facilitate the issuance of identification cards to returnees throughout Bosnia and Herzegovina. IPTF subsequently instituted a system to examine the implementation of the decision in canton 10, including Drvar, where Bosnian Serb returns have been seriously impeded by obstructionist authorities. IPTF will soon widen its monitoring of compliance with the High Representative's decision throughout the country.

41. To promote greater freedom of movement, UNMIBH has undertaken a country-wide effort to examine outstanding arrest warrants issued since 1992 that may no longer be valid. Procedures have been developed for the implementation of mechanisms to remove obstacles to the elimination of such warrants. Other actions to improve freedom of movement include dismantling illegal police checkpoints and monitoring the issuance by local authorities of common licence plates.

42. Mine clearing is essential for the secure return of refugees and displaced persons to all parts of Bosnia and Herzegovina. The Office of the United Nations High Commissioner for Refugees (UNHCR) has recruited six demining teams through the Mine Action Centre and local civil defence organizations. These teams survey and mark minefields and undertake demining in priority return areas. The Mine Action Board of Donors for Bosnia and Herzegovina recently concluded a comprehensive review of the entire framework for mine action in the country and made recommendations to strengthen mine action structures and reduce costs.

43. I welcome the significant contribution of the Government of the Netherlands to the United Nations Development Programme (UNDP) mine-action trust fund. Further financial support, however, will be required to provide much-needed capacity-building and technical assistance to the local Demining Commission and mine-action centres, as recommended by the review team. The Slovenian International Trust Fund, which supports mine clearing, will benefit from the offer by the United States of America to double its contributions by November.

Humanitarian aid

44. The World Food Programme (WFP) has distributed 980 metric tons of food and commodities to 38,700 refugees who have arrived from the Federal Republic of Yugoslavia as a result of the Kosovo crisis. Since March 1998, WFP has aligned its beneficiary criteria with government social welfare programmes in order to facilitate the transition of responsibility from WFP to national authorities and the termination of WFP assistance. WFP continues to maintain a liaison office

for contingency planning with UNHCR for emergency operations in the region, but phased out its assistance in Bosnia and Herzegovina at the end of June.

45. The United Nations Children's Fund (UNICEF) has assisted more than 3,000 refugee children from the Federal Republic of Yugoslavia with medicine, hygiene items, clothes, textbooks and educational supplies. UNICEF has organized educational and psychosocial support in five collective centres for about 1,000 children of all age groups and has provided education on nutrition, hygiene and pregnancy through schools for pregnant women. Refugee children in 10 locations in the Republika Srpska have been assisted through psychosocial and children's rights workshops, organized by UNICEF in cooperation with local non-governmental organizations.

46. UNHCR continues its efforts to identify, rehabilitate or construct winterized accommodations for up to 6,000 refugees. However, in order to concentrate its efforts on protection-related activities and durable solutions, UNHCR is handing over some longer-term tasks to organizations with development expertise or to the local authorities, including shelter rehabilitation and demining as well as microcredit and income-generation programmes.

47. UNDP is currently rehabilitating houses for 500 displaced and refugee families to enable them to return to their pre-war homes and free up housing for refugees returning from abroad. A total of 241 houses in central Bosnia were completed in August. In addition, UNDP achieved an important breakthrough allowing it to begin housing reconstruction in the municipality of Kotor Varos (Republika Srpska). UNDP programmes aim to address all important preconditions for return and sustainable human development. These include housing, job creation and income generation, enhanced social welfare and strengthening local governance. Strong support from donors is required to expand the territorial coverage and number of beneficiaries of those programmes.

## C. Building good governance and civil society

48. The development of democracy and civic culture is crucial for the long-term stability and prosperity of Bosnia and Herzegovina. UNMIBH and the agencies of the United Nations system are comprehensively engaged in promoting accountable local government and institutions, civic consciousness and reconciliation and a free and open media.

### Local government

49. To strengthen local administration in six municipalities in north-western Bosnia and Herzegovina, which used to have natural economic and social ties before the war and are currently in difficult circumstances because of the presence of a large number of displaced persons and refugees, UNDP has installed municipal governance computer software packages and trained officials on their application. UNDP has also assisted these municipalities in preparing reconstruction and development plans. To promote accountability of municipal officials, UNMIBH has established regular meetings between the police and the prosecutor's office to ensure progress on corruption cases involving local government officials.

Civil society

50. The UNDP Civil Society Development Programme to strengthen local civic organizations has assisted in organizing events on cultural renewal, media, protection of the environment, sports and education. Assistance has also been provided for vulnerable groups and civic action initiatives. UNDP continues to support the Advice and Information Centre, which provides services in respect of the rights of returnees in various locations. UNMIBH is facilitating the formation and strengthening of professional legal associations, which has resulted in the establishment of an association for judges of minor offence courts in the Federation.

51. Dialogue between the State and its citizens is an essential feature of democratic societies. The International Labour Organization (ILO) has organized a series of seminars in the Federation and the Republika Srpska to promote social dialogue between government representatives, employers and labour unions and to improve labour conditions. ILO has also taken a regional approach to promote social change by involving ministries of labour and associated institutions in Bosnia and Herzegovina in preparation for a regional conference on the subject for the Balkans.

52. The United Nations Educational, Scientific and Cultural Organization (UNESCO) has focused on preparations for the International Year for a Culture of Peace by organizing programmes to promote peace and reconciliation among all ethnic groups. In Mostar, UNESCO and the World Bank have combined efforts to rebuild the symbolic "old bridge". To promote national reconciliation by fostering respect for the cultural heritage of all the people of Bosnia and Herzegovina, UNESCO has listed 166 monuments for protection and preservation. Other UNESCO projects include assistance for the national and university library, the archives of the federation, the Tabačica mosque in Mostar, the museum of the Franciscan monastery in Kraljeva Sutjeska and the restoration of the Magribija mosque minaret in Sarajevo. UNESCO has also helped establish a new law for the protection of cultural heritage.

Media

53. UNESCO is also promoting open national media by assisting Bosnia and Herzegovina authorities to draft a public broadcasting law. This will facilitate the creation of national news and current affairs programmes, an important factor for building national identity. Local professionals in Bosnia and Herzegovina have been provided with financial and technical training to produce quality television documentaries. The media efforts of UNESCO have already contributed to raising the standard of media programming in Bosnia and Herzegovina. The UNMIBH public affairs office is developing programmes that highlight the importance of media accountability and civic responsibility. Public information campaigns aimed at raising awareness regarding rule of law issues have now started in Banja Luka.

## D. Promoting economic and social recovery

54. United Nations activities to promote economic and social recovery focus on the critical areas of employment, health, education and other public services. UNDP has prepared the first national human development report of Bosnia and Herzegovina. The report provides a statistical basis for planning and development of economic and social policy.

### Employment

55. The UNDP Village Employment and Environment Protection Programme (VEEP) promotes economic recovery by providing temporary employment for the most vulnerable groups through the rehabilitation of deteriorated infrastructure and the environment. From June to August, VEEP implemented 11 small-scale public works projects in 11 municipalities, creating eight weeks of employment for 1,705 unemployed persons. Donor support is critical for the continuation of VEEP.

56. ILO has been engaged in efforts to reduce unemployment and assist in the transition from a pre-war planned economic system to a market economy. During the reporting period, ILO focused its efforts on assisting and strengthening small and microenterprises. Preliminary activities are under way in the Livno area to establish an enterprise development agency, which would become part of the existing national network of four agencies in Brcko, Banja Luka, Bihac and Mostar.

### Health

57. The World Health Organization (WHO) has completed its two-year initiative to strengthen primary health care institutions and the training of professionals. Several community-based rehabilitation programmes are in progress, including the reconstruction of facilities selected by local authorities, the purchase of equipment and the training of personnel in four centres in the Republika Srpska. Programmes in mental health, women's health and home care for the elderly are ongoing. The strategic health system plan for the Federation was finalized in June. WHO has started an international hospital-twinning project enabling local health professionals to participate in exchanges with health institutions abroad. Other WHO programmes include training in good pharmacy practice, tuberculosis surveillance, quality control of national professionals, equipment and drug supply and non-communicable disease control.

58. UNICEF has contributed to changes in policy and practice in the children's health sector by supporting the creation of national essential drug lists in both entities. The national immunization day dedicated to polio eradication included 90,000 children in the Republika Srpska. Three psychosocial playrooms were opened in paediatric hospitals, and training was provided to the staff. Special classrooms for disabled children were also opened in six new locations in Bosnia and Herzegovina on the basis of an assessment done by Médecins du monde. Final training sessions were held for 40 educators from both entities on organizing psychological services. UNICEF is working with the University of

California in a trauma healing project in more than 30 schools throughout Bosnia and Herzegovina.

Education

59. To improve standards of education for the 1999-2000 school year, UNICEF organized a round table on teacher training to analyse achievements during the past school year. UNICEF has continued to organize training sessions on children's rights for educators in the Federation. In the Republika Srpska, a government working group is preparing a report on the status of children's rights. Other UNICEF efforts include the development of television and radio programmes for children, including refugees.

60. UNESCO continues to improve educational infrastructure by constructing, rehabilitating and equipping schools. UNESCO completed two schools in July in Breza and Zavidovici, for more than 2,000 pupils. The UNESCO network of associated schools currently includes 45 schools, which can now exchange training materials and Internet connections with hundreds of UNESCO-associated schools worldwide. The UNESCO Special Needs Programme includes a resource centre in the Simin Han school in Tuzla, training teachers from both entities. The UNESCO kindergartens project has established a development centre to provide teacher training and information. It also promotes parent involvement in child care, children's clubs and publications for educators.

Public services

61. The international community has responded positively to Security Council resolution 900 (1994) of 4 March 1994 by contributing over the years $20.7 million to the United Nations Trust Fund for the Restoration of Essential Public Services in Sarajevo. During the past three months, UNMIBH has implemented 30 quick-impact projects. The total number of projects implemented in Sarajevo is now 50 long-term and 373 quick-impact projects in the fields of public health, shelter, water, energy, public transport, communications, education and sanitation.

## III. OBSERVATIONS

62. The work of UNMIBH to foster the rule of law and justice is a cornerstone of the efforts of the international community to establish lasting and self-sustaining peace and stability in Bosnia and Herzegovina and throughout the region. Ensuring security and equal opportunity for individuals is contingent upon respect for the rule of law, especially in multi-ethnic societies. By strengthening democratic legal and judicial institutions, UNMIBH also contributes to economic recovery and the return of displaced persons and refugees. Of equal importance, UNMIBH is helping to create the conditions necessary for the people of Bosnia and Herzegovina to fight organized crime, corruption and other negative social phenomena characteristic of many countries in transition.

63. As outlined in the present report, UNMIBH is making steady progress in its comprehensive efforts to achieve its complex and challenging goal of

establishing multi-ethnic, professional and democratic police forces throughout Bosnia and Herzegovina. Tangible positive steps have been taken, including the commencement of the Republika Srpska police academy in July and the efforts to integrate the police forces in cantons 6 and 7 in the Federation. The establishment of the national border service will be a landmark event in strengthening the statehood of Bosnia and Herzegovina and in stabilizing the economy. The working group established by the joint Presidency has commenced its work in earnest following strong representations by the High Representative and my Special Representative. The inauguration of the Border Service by 1 December 1999 is entirely feasible. The parties should ensure that this timing is met.

64. The issuance on 18 August of the annex to the final arbitration award on Brcko provides that IPTF will retain its authority over the district's new law enforcement system in accordance with annex 11 of the Dayton peace agreement. The arbitration award also provides UNMIBH with the important task of assisting in the establishment of the joint police force as well as a unified judicial and penal system in the district in close cooperation with the Brcko International Supervisor.

65. Despite the progress achieved, it must be noted that, in both entities, the leadership of each of the ethnic communities continues to demonstrate a serious lack of political will to improve the functioning of the police and judiciary in line with international standards. UNMIBH has faced constant difficulties in the recruitment of minority police officers. Inordinate delays have been experienced by UNMIBH due to the parties' failure to agree on and display neutral insignia. Gross political interference is evident in the failure of local police and judicial officers to discharge their duties impartially in ethnically related eviction and criminal cases. While some local judicial officials throughout Bosnia and Herzegovina are attempting to live up to their professional responsibilities, the severe lack of security for the judiciary undermines their independence.

66. The difficulties posed by political obstructionism are compounded by a lack of employment and economic development opportunities in many areas, in particular with respect to areas of potential minority returns. While signs of economic recovery and development are beginning to be seen, the lack of funds and jobs is a major constraint to more rapid returns. UNDP projects and other United Nations programmes that comprehensively address such return issues require and deserve strong donor support. Simultaneously, responsible governance through transparency and accountability in the collection, allocation and disbursement of State resources, which is still often weak or totally absent, must be addressed by the parties to promote greater economic self-reliance.

67. As indicated in the present report, humanitarian activities are phasing down in Bosnia and Herzegovina. WFP will maintain only a liaison office for emergency contingency planning. I congratulate WFP for its success in implementing a major food aid programme in Bosnia and Herzegovina, amounting to a total of $575.4 million since 1992. During the war, the WFP food aid scheme was critical for the survival of large parts of the population of Bosnia and Herzegovina.

68. In this report, the interdependence and critical relevance of the work of the United Nations family, specialized agencies and programmes in creating the preconditions for a safe and secure environment has been emphasized. Their programmes in promoting good governance and assisting in the economic recovery of Bosnia and Herzegovina sets the context for and complements the efforts of UNMIBH to assist in the establishment of the rule of law. My Special Representative will continue to coordinate United Nations activities so as to enable all agencies to contribute as effectively as possible to the peace process.

69. During this time of increased calls for international resources for Kosovo and other parts of the world, when donor fatigue for Bosnia and Herzegovina is very real, the continued unwillingness of substantial parts of the local leadership to create conditions conducive to returns and to the integral implementation of the Dayton peace agreement cannot be tolerated. The leadership of each community in Bosnia and Herzegovina should not forget that international economic and reconstruction support depends on compliance with their obligations and commitments. They need to reconfirm these commitments and pursue them more vigorously. The efforts of the various international organizations also need to be streamlined and made increasingly complementary. UNMIBH will continue to work with the High Representative to focus the efforts of each organization on their area of expertise and ensure that civilian implementation moves forward in a coherent manner. Donor aid should also be coordinated and directed to priority areas. In this regard, once again, donors are strongly urged to support the United Nations Police Assistance Trust Fund, which has already identified priority funding requirements.

70. The robust presence of SFOR is vital for the implementation of the Mission's mandate. As its efforts increase to create transparent and accountable law enforcement agencies as well as to root out organized crime and secure the borders of Bosnia and Herzegovina, UNMIBH will directly challenge those who continue to obstruct the implementation of the peace process. As long as there remain three separate armies in Bosnia and Herzegovina, a precipitous drawdown of SFOR forces could provide opportunities for those who wish to slow down the progress of civilian implementation at this critical stage when the local law enforcement institutions remain fragile.

71. A full and vigorous commitment now is necessary for our efforts thus far to bear successful long-term results. With the continued strong political and financial support of the Member States, I am hopeful that the United Nations, together with the other international organizations active in the region, will continue to progress in the implementation of the mandate given to it by the Security Council.

## Annex

## Composition of the International Police Task Force as at 10 September 1999

| | |
|---|---|
| Argentina | 23 |
| Austria | 36 |
| Bangladesh | 35 |
| Bulgaria | 35 |
| Canada | 22 |
| Chile | 11 |
| Denmark | 29 |
| Egypt | 33 |
| Estonia | 5 |
| Fiji | 5 |
| Finland | 12 |
| France | 104 |
| Germany | 158 |
| Ghana | 100 |
| Greece | 15 |
| Hungary | 36 |
| Iceland | 2 |
| India | 100 |
| Indonesia | 31 |
| Ireland | 35 |
| Italy | 23 |
| Jordan | 120 |
| Kenya | 0 |
| Lithuania | 2 |
| Malaysia | 47 |
| Nepal | 18 |
| Netherlands | 53 |
| Nigeria | 16 |
| Norway | 10 |
| Pakistan | 68 |
| Poland | 49 |
| Portugal | 25 |
| Romania | 18 |
| Russian Federation | 23 |
| Senegal | 17 |
| Spain | 55 |
| Sweden | 55 |
| Switzerland | 3 |
| Thailand | 5 |
| Tunisia | 2 |
| Turkey | 24 |
| Ukraine | 21 |
| United Kingdom of Great Britain and Northern Ireland | 73 |
| United States of America | 147 |
| Total | 1 691 |

The number of civilian police monitors varies owing to ongoing contingent rotations and the recent transfer of a number of officers to the United Nations Interim Administration Mission in Kosovo.

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